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INTERNATIONAL DRUG CONTROL

Implementation of the Global Programme of Action adopted by the General Assembly at its seventeenth special session

Report of the Secretary-General

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INTRODUCTION

1. The General Assembly, at its seventeenth special session, by its resolution S-17/2 of 23 February 1990, adopted the Political Declaration and the Global Programme of Action on international cooperation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances. The Global Programme of Action, annexed to that resolution, sets out a comprehensive list of measures and activities to be undertaken by States and United Nations entities collectively and simultaneously in the fight against all aspects of drug abuse and illicit traffic.

2. As stated in the Global Programme of Action, paragraph 97, the Commission on Narcotic Drugs and the United Nations drug control bodies should continuously monitor progress on the implementation of the Global Programme of Action and the Secretary-General should report annually to the General Assembly on all activities relating to the Global Programme of Action and the efforts of Governments. In its resolution 4 (XXXVII) of 20 April 1994, the Commission on Narcotic Drugs requested the Secretary-General to include an evaluation of progress on implementation of the Global Programme of Action in future reports.

3. To facilitate reporting, the Commission on Narcotic Drugs in its resolution 4 (XXXVII) requested the Secretariat to send a questionnaire to all Governments soliciting information on activities undertaken to implement the Global Programme of Action. As of 31 August 1996, replies had been received from 62 States and territories: Argentina, Armenia, Azerbaijan, Austria, Belgium, Brazil, Brunei Darussalam, Colombia, Cook Islands, Costa Rica, Cuba, Cyprus, Czech Republic, Denmark, Ecuador, Egypt, Ethiopia, Finland, Ghana, Greece, India, Italy, Jamaica, Japan, Jordan, Kenya, Latvia, Lebanon, Lithuania, Luxembourg, Malaysia, Mexico, Monaco, Morocco, Myanmar, Namibia, Nepal, Norway, Oman, Pakistan, Panama, Papua New Guinea, Paraguay, Peru, Philippines, Portugal, Qatar, Republic of Korea, Romania, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Singapore, Sri Lanka, Sudan, Syrian Arab Republic, Sweden, Togo, Tunisia, Ukraine, United Kingdom of Great Britain and Northern Ireland, Uruguay and Vanuatu. The European Community also informed the Secretariat on activities undertaken to promote and implement the Global Programme of Action. Information submitted by States was complemented by information from other official sources.

4. The present report is structured thematically along the lines of the Global Programme of Action. Each section contains a general overview of approaches and policies developed by States individually, in cooperation with other States at the bilateral, regional and international levels and international organizations. Concrete examples of programmes and measures implemented at the national level have also been included. In accordance with General Assembly resolutions 49/168 of 23 December 1994 and 50/148 of 21 December 1995, the report contains an evaluation of progress on the implementation of the Global Programme of Action and recommendations on ways and means of improving implementation.

A. Action taken by the Economic and Social Council and the Commission on Narcotic Drugs

5. The Commission on Narcotic Drugs at its thirty-ninth session and the Economic and Social Council at its substantive session of 1996 adopted resolutions that have a bearing on the themes of the Global Programme of Action. Those resolutions deal, in particular, with the following: action to strengthen international cooperation to control precursors and their substitutes used in the illicit manufacture of controlled substances, in particular amphetamine-type stimulants, and to prevent their diversion (Council resolution 1996/29 of 24 July 1996); measures to combat diversion of psychotropic substances and to establish effective control over operations carried out by intermediaries in international trade of psychotropic substances (Council resolution 1996/30 of

24 July 1996); and demand for and supply of opiates for medical and scientific needs (Council resolution 1996/19 of 23 July 1996). The ten resolutions adopted by the Commission at its thirty-ninth session in 1996 also address issues that are relevant to the Global Programme of Action such as demand reduction, supply reduction and money-laundering.

B. Evaluation of progress made and recommendations to improve implementation

6. With respect to reducing the illicit demand for drugs, most Governments reported prevention and information campaigns to increase awareness of the dangers of drug abuse; most of those campaigns targeted young people. Although the number of Governments reporting the existence of a national strategy aimed at preventing and reducing the illicit demand for drugs is increasing, their overall number remains low. Therefore, States that have not yet done so should draw up comprehensive and sustainable national demand reduction strategies that encompass prevention, education, treatment and rehabilitation programmes and allocate sufficient resources to implement them. States should also carefully monitor implementation and effectiveness of national demand reduction strategies and are invited to share experiences thereon with other States, either through the United Nations International Drug Control Programme (UNDCP) or on a bilateral basis. Many Governments continue to count on non-governmental organizations as partners in drug abuse control, particularly when it comes to developing and implementing prevention policies. States should continue that type of cooperation and, where feasible, extend it to include other actors of civil society. As regards the elaboration of an international instrument against the illicit demand for drugs, it may be noted that the Executive Director of UNDCP has been requested by the Economic and Social Council, in its resolution 1996/18 of 23 July 1996, to continue to develop, in consultation with Member States, a draft declaration on the guiding principles of demand reduction.

7. While many Governments provide treatment to drug abusers, the number of existing facilities is often reported to be insufficient. In many instances, this is because of an upsurge in drug abuse or an increase in the number of abusers that are willing to undergo treatment. The absence of a national policy for the treatment, rehabilitation and social reintegration of drug abusers may also contribute to the shortage of appropriate facilities. States that are in the process of establishing specialized treatment facilities for drug abusers should therefore ensure that programmes for treating and rehabilitating such persons are embedded in national policies. In developing such national policies, particular attention should be paid to rehabilitating drug abusers and reintegrating former drug abusers into society, with special emphasis on assisting former drug abusers in securing accommodation and employment. The inclusion of vocational and social rehabilitation techniques could result in greater motivation for drug abusers to take part in treatment programmes, a factor that is vital to ensuring its long-term success. Governments should continue to involve non-governmental organizations in providing counselling and long-term support to former drug abusers.

8. Eradication of illicit crops remains a daunting challenge, although some progress has been reported in some areas. As illicit cultivation sites are often located in remote and mountainous areas, the elimination of such crops has been difficult to achieve. States should therefore increase their efforts to eradicate illicit crops and, if necessary, request assistance for that purpose. Although more and more States have established systems to monitor and control substances frequently used in the illicit manufacture of drugs, there is a need to strengthen existing control mechanisms and operating procedures, particularly with a view to ensuring timely relay of information relating to suspicious movements or transactions involving such substances.

9. Many States have concluded bilateral and regional agreements and arrangements to facilitate operational cooperation in law enforcement matters, including cooperation in the execution or implementation of judicial

processes such as extradition or mutual legal assistance, as set out in the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988.[1] States are invited to review their legislation with a view to ensuring that drug trafficking offences are defined as extraditable offences and are included in existing and contemplated extradition treaties. States should also consider simplifying extradition proceedings.

10. While Governments have made efforts to strengthen interdiction capabilities in terms of resources allocated to the suppression of illicit drug trafficking, there remains a need to strengthen the active intelligence capacity of States. Governments should build intelligence systems that collect and analyse intelligence and, in so doing, consider establishing a central entity responsible for the collection, analysis, research and dissemination of drug-related intelligence. Care should be taken to ensure that all drug law enforcement agencies have access to the intelligence information emanating from such a system.

11. Several Governments have reported preparing or enacting penal provisions on drug-related money-laundering offences and comprehensive legislation that would enable the investigation of such offences and provide for the confiscation of proceeds derived from illicit trafficking, in accordance with articles 3 and 5 of the 1988 Convention. In addition, States have implemented numerous measures to prevent criminal use of the banking system. While control measures usually apply to banks and deposit-taking organizations, other institutions that handle large volumes of cash (and might thus be susceptible to be used for laundering proceeds from drug-related activities) are not always subject to the same stringent measures. States are therefore encouraged to extend the measures to those institutions. Consideration should also be given to establishing systems to detect suspicious import of cash at border crossings. States that have not already done so should consider the possibility of using forfeited proceeds for drug-control activities, including contributing to drug-related projects of the United Nations.

12. Further progress has been recorded with respect to the adherence of States to the international drug control treaties. It is noted with satisfaction that most States that manufacture and export psychotropic substances have become parties to the Convention on Psychotropic Substances of 1971[2] or are in the process of completing legislative and other enabling changes for ratification of it. Of all the international drug control treaties, the 1988 Convention has the lowest number of parties. States that are signatories to that Convention should, as a matter of priority, proceed towards its ratification so that there will be universal adherence to and implementation of it by the end of the millennium.

I. PREVENTION AND REDUCTION OF DRUG ABUSE WITH A VIEW TO THE ELIMINATION OF THE ILLICIT DEMAND FOR NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES

13. The number of Governments that have reported having adopted strategies to reduce the illicit demand for drugs is increasing. Most of those strategies comprise a range of preventive action, including multiple components such as prevention and education programmes, media campaigns and a prevention-focused health policy but do not always include measures that will ensure treatment, rehabilitation and social reintegration of drug abusers. Very few Governments have indicated whether sufficient resources have been allocated to ensure full implementation of national demand reduction strategies.

14. The bulk of reported activities to prevent drug abuse relate to the implementation of drug education programmes or seminars targeting young people at the primary, secondary or post-secondary level of education.

A smaller number of prevention programmes are aimed at other groups deemed to be vulnerable to drug abuse, such as street children. One of the main goals of education programmes is to alert the target audience to the dangers of drug abuse. Occasionally, prevention programmes include activities that provide recreation and opportunities to develop a variety of skills. Education programmes are at times supplemented by counselling services provided by institutions such as the police or the church. A number of Governments have supported the establishment of 24-hour helplines where drug abusers may seek advice. Governments continue to enlist the mass media to disseminate anti-drug messages, most television networks and radio stations broadcast such messages as a public service.

15. Many Governments have reported taking steps to train professionals involved in drug education programmes. Training is generally aimed at ensuring that those involved with people deemed to be at risk of abusing drugs have accurate information about drugs and develop techniques for delivering effective and consistent prevention messages. Several States outlined their plans of training a large number of people engaged in prevention activities. Train-the-trainers programmes for institutions dealing with drug abuse have also been implemented.

16. In accordance with the Global Programme of Action, Governments have carried out studies on various aspects of the phenomenon of drug abuse. Studies completed in 1995 were on, *inter alia*, the abuse of psychoactive substances by women and the psychosocial characteristics of minors abusing inhalants. While some Governments have established national systems to assess the extent, trends and pattern of drug abuse and collect data on drug abuse at regular intervals, many have to rely on rapid assessment studies to assess the magnitude of drug abuse in their countries and to target their interventions accordingly.

17. Demand reduction activities are usually multi-ministerial initiatives, involving in most cases not only ministries of health or education, but also ministries of labour or employment, justice and defence and also entities that deal primarily with law enforcement such as the police. Particularly in countries where activities are carried out by various institutions or where drug prevention action is decentralized, coordinating bodies have been established to manage the various programmes implemented to reduce the illicit demand for drugs and to avoid duplication of resources.

18. Governments continue to cooperate closely with non-governmental organizations which, in many cases, implement anti-drug education programmes or provide counselling services. A number of Governments have made efforts to enlist the support of other actors of civil society, including youth services, religious groups and business and professional associations.

19. Progress has been made on the elaboration of guiding principles on reducing the illicit demand for drugs. Pursuant to Economic and Social Council resolution 1995/16 of 24 July 1995, the Executive Director of UNDCP identified, in consultation with Governments and interested organizations, elements to be included in a draft declaration on the guiding principles on demand reduction, which were examined by the Commission on Narcotic Drugs at its thirty-ninth session. In its resolution 1996/18, the Council requested the Executive Director to further develop the draft declaration and to convene a working group to assist him in that task.

II. TREATMENT, REHABILITATION AND SOCIAL REINTEGRATION OF DRUG ADDICTS

20. Generally, drug abuse is viewed as a disease amenable to treatment and most Governments attempt to provide treatment to all drug abusers who seek it. Treatment is usually voluntary,** free of charge to the drug abuser and carried out by governmental institutions. Some programmes respect the drug abuser's desire for anonymity. Treatment is often confined to detoxification in hospitals or alcohol rehabilitation centres, although an increased number of Governments have established specialized treatment centres for drug abusers.

21. Many Governments have indicated that demand for treatment services exceed supply and some Governments have reported planning to establish specialized treatment and rehabilitation centres or expanding existing treatment facilities. Methadone maintenance programmes are being implemented in an increasing number of countries in eastern and western Europe. Clinical trials on the possible use of buprenorphine for treating drug abusers have also been reported.

22. In providing treatment, Governments seek to pay due regard to the diverse needs of individual drug abusers. Particular emphasis has been put on preventing the spread of communicable diseases among injecting drug abusers and on treating drug-addicted offenders, who often account for a significant proportion of the prison population.

23. Although most treatment and rehabilitation programmes often place former drug abusers under medical supervision with a view to monitoring their development and preventing relapse, few activities are aimed at facilitating the reintegration of such persons into society. That important task appears to be left to the drug abuser's immediate family or friends, although there have been reports of efforts to associate families in the rehabilitation process. Vocational training, including training aimed at assisting the drug abuser in developing marketable skills and in finding appropriate employment, only rarely forms part of treatment and rehabilitation programmes.

24. Training programmes have been conducted for social service and health personnel who deal with drug addicts. Such programmes are aimed at providing them with the fundamental technical skills and the knowledge they need to do their work. Training has also been conducted for judges and judicial personnel to encourage the application of measures involving treatment, rehabilitation and social reintegration of persons who have committed minor drug-related offences. In developing countries, training is often provided through bilateral assistance.

25. Governments continue to facilitate and promote the involvement of non-governmental organizations in the field, particularly in providing counselling services and long-term support to drug abusers or former drug abusers, and often provide financial resources in the form of grants or incentives to organizations that perform social welfare services or other services aimed at preventing or treating drug abuse.

** A smaller number of Governments operate compulsory programmes. Legislation in some countries provides for compulsory treatment under certain circumstances (e.g. for pregnant or violent drug abusers).

III. CONTROL OF SUPPLY OF NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES

A. Eradication and substitution of the illicit production of narcotic drugs, and eradication of the illicit processing of such drugs, and of the illicit production and diversion of psychotropic substances

26. Several Governments have reported efforts to eradicate the illicit cultivation of narcotic plants, in most cases, cannabis, a plant that grows wild in many countries. Several States carry out annual eradication campaigns to eliminate the illicit cultivation of cannabis and opium poppy. Efforts have also been made to eradicate the illicit cultivation of coca bush. Where the licit cultivation of opium poppy takes place, strict control measures are implemented (such as continuous supervision of the production of opium) to prevent the diversion of licitly produced opiates into the illicit traffic. Other reported action concerns the dismantling of clandestine laboratories where heroine, morphine or cocaine are manufactured.

27. Some Governments have reported adopting strategies of rural or alternative development to combat the illicit cultivation of narcotic plants. Those strategies entail the cultivation of economically viable crops and are, in most cases, supported by measures to improve transport and communication infrastructure, social services and activities to develop agricultural marketing opportunities. Despite the fact that some States have implemented a variety of measures to eradicate illicit crop cultivation or to prevent clandestine drug manufacture, those problems continue to pose a challenge. This is partly because the high cost of detection and eradication measures in remote areas constitutes a serious obstacle to establishing effective eradication programmes.

28. The role of UNDCP in alternative development has gradually shifted from involvement in fully funded projects towards the provision of support to strengthen the technical capacity of the institutions responsible for implementing national alternative development plans. While alternative development projects will in future involve continued active partnership between UNDCP and the Governments concerned, alternative development will be clearly identified as an integral part of national rural development. UNDCP will continue its emphasis on the achievement of drug-control objectives.

29. UNDCP will be more closely engaged in securing the involvement and active commitment of potential bilateral donors, United Nations entities, international financial institutions and regional organizations involved in development work. Emphasis will be placed on the role of UNDCP as advocate, technical partner, coordinator and partial source of funding. The new approach will be supported by outposted alternative development advisers based in Asia and Latin America.

B. Licit production, manufacture and supply of narcotic drugs and psychotropic substances

30. Governments have reported no difficulties in maintaining a balance between demand for and supply of raw materials and intermediate and final products for legitimate uses, including medical and scientific products. Several measures, including frequent reporting on production and stocks, as well as inspections, have contributed to maintaining that balance. However, the International Narcotics Control Board (INCB), in a special report entitled *Availability of Opiates for Medical Needs*,[3] found that the medical need for opiates was far from being fully satisfied in both less developed and developed countries and recommended a number of measures to be taken by Governments in order to ensure availability of morphine and other opiates for medical and scientific purposes.

31. While calculated consumption of opiates exceeded the production of opiate raw materials in 1994, for 1995 total production was expected to exceed consumption by approximately 50 tons in morphine equivalent. According to projections of INCB,[4] excess production could reach over 60 tons in morphine equivalent in 1996. Pursuant to various Economic and Social Council resolutions, INCB, in cooperation with Governments, has endeavoured to achieve a long-lasting balance between supply of and demand for opiates. States producing opium are restricting the areas under opium poppy cultivation and major importing countries are bearing in mind the relevant Council resolutions when importing opiate raw materials.

C. Cooperation at the multilateral level

Africa

32. In 1995, as a follow-up to the memorandum of understanding adopted in 1994 by UNDCP and the Organization of African Unity (OAU), UNDCP provided technical assistance to OAU in the preparation of a draft plan of action and a draft declaration for drug control at the continental level, which have subsequently been adopted. One of the main features of the draft plan of action is the appeal to regional institutions to support efforts to combat the drug problem.

33. UNDCP participated in a conference on cross-border trafficking, organized by the Southern African Development Community (SADC) and the European Community, held at Mmabatho, South Africa, from 30 October to 4 November 1995. A protocol on combating illicit drugs in southern Africa was adopted, including provisions on cooperation in drug law enforcement and on the adoption of legislative and administrative measures against corruption. The protocol was ratified in June 1996 by the States members of SADC and has now entered into force. UNDCP advocacy work and its involvement with SADC follow its strategy of contributing, through regional institutions, to the establishment and strengthening of regional programmes in drug control. UNDCP support to the above-mentioned conference complements the assistance it provides to the member States of SADC in the implementation of the plan of action for cooperation in investigating drug-trafficking offences and prosecution of traffickers, adopted at the UNDCP-sponsored legal workshop on subregional cooperation against drug trafficking held at Pretoria, South Africa, in 1994.

Asia and the Pacific

34. A landmark development in cooperation in South-East Asia was the adoption at Beijing in May 1995 of a plan of action by the signatories to the UNDCP memorandum of understanding between Cambodia, China, Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam. Twelve subregional projects proposed under the plan of action are being developed.

35. UNDCP signed a memorandum of understanding in August 1995 with the South Asian Association for Regional Cooperation (SAARC). UNDCP supported SAARC drug-control activities by providing technical assistance to workshops organized by SAARC on drug law enforcement and demand reduction. A memorandum of understanding between UNDCP and the Economic Cooperation Organization (ECO), providing a further framework for collaboration in drug-control activities between the States of south-west Asia and member States of the Commonwealth of Independent States in central Asia, was signed in March 1995. UNDCP provided technical support to ECO efforts in the formulation of a regional drug-control policy and participated in a meeting held by ECO at Tehran in November 1995 to elaborate its drug-control plan.

36. In the Pacific, UNDCP has initiated a three-year programme to provide support to the drug-law enforcement training scheme implemented by the South Pacific Forum.

Europe and the Middle East

37. A landmark development in cooperation in drug-related matters in the Middle East was the convening of a technical meeting at Cairo in July 1995 to identify joint drug-control problems, particularly patterns in illicit trafficking and drug abuse, and to consult on eventual subregional countermeasures. Egypt, Israel, Jordan and the Palestinian Authority participated in the meeting, exploring avenues of subregional cooperation, particularly the exchange of drug law enforcement information.

38. In July 1995, UNDCP participated in a meeting held at Vienna with the aim of improving cooperation between the United Nations and the League of Arab States. The meeting, *inter alia*, resulted in recommendations to strengthen cooperation between the League of Arab States and UNDCP in fund-raising, training and information exchange. At a follow-up meeting held at Cairo in July 1995, UNDCP and the secretariat of the League reviewed specific measures for future cooperation, in particular the possible provision of support by the League to UNDCP programmes in Lebanon.

39. A memorandum of understanding was signed between UNDCP, Kazakstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan in May 1996. Over a period of three years, the resulting programme will place priority on institution-building, law enforcement, and supply and demand reduction. Projects to be implemented will, *inter alia*, encompass assistance in formulating new national legislation to combat drug-related problems, improving data collection and management and in enhancing law enforcement, including cross-border cooperation among national law enforcement agencies.

Latin America and the Caribbean

40. As follow-up to the memorandum of understanding concluded in 1994 under the aegis of UNDCP between Argentina, Bolivia, Chile and Peru, UNDCP approved a subregional training programme for drug law enforcement. The objective of the programme is to optimize existing resources in those States, as a first step towards the establishment of a long-term training programme for the subregion.

41. A high-level strategy meeting held in Barbados from 15 to 17 May 1996 resulted in the adoption of a plan of action for drug control coordination and cooperation for the Caribbean. The action plan sets out specific activities to be undertaken by States and territories in the subregion and is intended to provide a framework for their cooperation in all areas in the fight against drug abuse and illicit trafficking, including harmonization of legislation, judicial cooperation, law enforcement, maritime cooperation and demand-reduction issues.

D. Monitoring and control mechanisms

42. Several regional or international agreements on the control of substances frequently used in the illicit manufacture of narcotic drugs and psychotropic substances are in place, such as Council of the European Communities directive on precursor control, whose provisions are binding on States members of the European Community, or the recommendations adopted by the former Chemical Action Task Force established by the Heads of State or Government of the Group of Seven major industrialized nations and the President of the Commission of the European Communities at the sixteenth annual economic summit, held at Houston, Texas, United States of America, in July 1990, which are currently monitored by INCB. In addition, the European

Community has concluded cooperation agreements with several States outside the region in order to prevent diversion of chemicals, material and equipment frequently used in the illicit manufacture of narcotic drugs and psychotropic substances.

43. Many Governments have in place a system by which trade and movements of substances frequently used in illicit drug manufacture are monitored. Those monitoring systems are applied in cooperation with manufacturers of such substances or others who alert them to suspicious movements or transactions involving such substances. Specialized units, usually within a law enforcement agency, collect and analyse data. Some States also undertake regular or ad hoc inspections of operators' premises to ensure that no illicit drug manufacture takes place.

44. Governments have emphasized the importance of cooperating with international organizations as well as with Governments within and outside the region in detecting and investigating diversion of substances into the illicit market. Several Governments have attributed recent law enforcement successes to the effective exchange of information on that subject. Nevertheless, INCB in its report for 1995,[5] expressed concern about the failure of some Governments to relay information relating to the legitimacy of transactions in a timely manner.

IV. SUPPRESSION OF ILLICIT TRAFFICKING IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES

45. Several Governments reported the conclusion of bilateral or regional agreements or other arrangements aimed at suppressing illicit trafficking in narcotic drugs and psychotropic substances. Such agreements, which are mostly concluded with neighbouring States or States in the region, have as their objective the institutionalization of cooperation involving law enforcement authorities at all levels. Personal contacts that are established at international meetings dealing with law enforcement issues, such as the meetings of heads of national drug law enforcement agencies, have also contributed to better regional cooperation in law enforcement matters.

46. States reported sharing information on methods and routes used for illicit drug trafficking through the International Criminal Police Organization (ICPO/Interpol) and the Customs Cooperation Council (also called the World Customs Organization) or regional organizations. Operational information is also exchanged at the regional level at meetings of heads of national drug law enforcement agencies (HONLEA) convened by UNDCP. Several European States have reported exchanging law enforcement information through specialized computerized databases. Some States have also appointed liaison officers to other States in order to facilitate the exchange of information.

47. Cooperation at the national level is as important as it is at the bilateral or multilateral levels. Several Governments have pointed to the need to improve cooperation and coordination among different national drug law enforcement agencies as a prerequisite for increased operational effectiveness. The absence of proper coordination can lead to costly duplication of effort and inefficiency, especially when it comes to collection, analysis and sharing of drug-related intelligence. Although most Governments have in place a mechanism to gather and process national drug-related intelligence, few have centralized intelligence-gathering and dissemination systems. In some countries, the lack of both financial and human resources hampers the establishment and functioning of efficient intelligence systems.

48. Governments have taken several measures to strengthen their interdiction capabilities. Controlled delivery, in particular, has come to be recognized as a useful method of tracing the delivery of illicit drugs to the ultimate destination, thus identifying and dismantling major drug trafficking organizations. Other means of combating international drug trafficking organizations, such as the use of sophisticated electronic surveillance equipment and the use of undercover agents and informants, have also been reported. Laws have been amended to implement effectively the provisions of the 1988 Convention and to provide more stringent penalties for drug trafficking offenders.

49. A number of Governments have provided technical assistance to States, equipping and strengthening their law enforcement capabilities. Programmes have been conducted to train law enforcement personnel in investigative matters and methods, interdiction and narcotics intelligence, with emphasis on training of trainers.

50. Several States have reported that the lack of efficient communication networks and means of transport often prevent law enforcement action from being more effective. Several States that are parties to the 1988 Convention still lack the resources and expertise to apply effectively the provisions of that Convention on illicit trafficking.

V. MEASURES TO BE TAKEN AGAINST THE EFFECTS OF MONEY DERIVED FROM, USED IN OR INTENDED FOR USE IN ILLICIT DRUG TRAFFICKING, ILLEGAL FINANCIAL FLOWS AND ILLEGAL USE OF THE BANKING SYSTEM

51. Several States were in the process of drafting, amending or enacting legislation to make money-laundering a criminal offence and to provide for the confiscation of the proceeds derived from, and the instrumentalities used in, illicit drug trafficking, in compliance with the 1988 Convention, articles 3 and 5. Some Governments have introduced legislation reversing the burden of proof regarding the lawful origin of proceeds liable to forfeiture, as well as the presumption of innocence in respect of possession of assets allegedly derived from illicit drug trafficking.

52. The key importance of active cooperation with banks and other financial institutions in the detection of illicit transactions and transfers of assets derived from drug-related activities has been recognized. Some Governments have adopted measures to ensure that deposits, transfers and withdrawals above a certain amount are brought to the attention of the competent authorities. Reports of such transactions or other activities that attract the suspicion of financial institutions are then used to support investigations, prosecution and confiscation. Whether reporting systems are voluntary or mandatory, failure to report suspicious transactions carries penalties and financial institutions that participate in money-laundering, even out of negligence, are subject to punishment.

53. In order to avoid criminal use of the banking system, banks and other deposit-taking financial institutions apply strict customer identification policies that require identification of new customers opening accounts and using safe deposit facilities. In some countries, the banking industry has agreed to adhere to certain principles and follows certain practices to prevent money-laundering. A number of Governments have reported that banks and other financial institutions have conducted training courses to facilitate the detection of suspicious transactions.

54. Several Governments have reported implementing the recommendations on strengthening the efforts of the international community against money-laundering, adopted by the Financial Action Task Force established by the Heads of State or Government of the Group of Seven major industrialized nations and the President of the Commission of the European Communities at the fifteenth annual economic summit, held in Paris in July 1989. The member States of the European Community must comply with the Council of the European Communities directive on prevention of the use of the financial system for the purpose of money-laundering. States have also made use of other international agreements or arrangements such as the Model Regulations Concerning Laundering Offenses Connected to Illicit Drug Trafficking and Related Offenses, adopted in 1992 by the Inter-American Drug Abuse Control Commission of the Organization of American States. In addition, several States have concluded bilateral agreements aimed at improving cooperation in the area of prevention of and action against money-laundering. Others have strengthened mutual legal assistance and extradition arrangements in order to be in a position to prosecute more effectively persons engaged in money-laundering.

55. An increased number of States have established a centrally controlled fund or a similar mechanism that permits the utilization of forfeited property and proceeds or parts thereof for activities to prevent drug abuse and illicit trafficking. The 1988 Convention encourages States to contribute confiscated proceeds to intergovernmental bodies specializing in the fight against drug abuse and illicit trafficking. Almost six years after the entry into force of that Convention, the first such contribution was received by UNDCP. In August 1996, Luxembourg contributed $200,000 to a training programme for drug control officials, coordinated by UNDCP.

VI. STRENGTHENING OF JUDICIAL AND LEGAL SYSTEMS, INCLUDING LAW ENFORCEMENT

56. In 1995, four States became parties to the Single Convention on Narcotic Drugs of 1961 as amended by the 1972 Protocol,[6] seven became parties to the Convention on Psychotropic Substances of 1971[7] and 15 became parties to the 1988 Convention. Two States parties to the Single Convention on Narcotic Drugs of 1961[8] became parties to the 1972 Protocol amending that Convention. States have continued to make progress in enacting the necessary legislative and administrative measures to give effect to the conventions; others that have not yet become parties to the conventions have adopted appropriate measures to comply with their provisions while completing the comprehensive legislation required for ratification or accession. As of 31 August 1996, 142 States were parties to the 1961 Convention as amended by the 1972 Protocol, 144 States were parties to the 1971 Convention and 133 States were parties to the 1988 Convention. Eighteen States were parties to the 1961 Convention in its unamended version.

57. The high level of adherence does not fully reflect the extent to which treaties have been implemented. While the majority of Governments have established a basic legal and administrative framework within which treaties can operate, enactment of legislation on issues such as money-laundering or mutual legal assistance has been slow, also partly because of lengthy parliamentary processes.

58. Some Governments have reported negotiating bilateral agreements that provide for mutual legal assistance that complements and expands the obligations under article 7 of the 1988 Convention, thus allowing for the greatest possible measure of mutual legal assistance in judicial proceedings and agreements that facilitate extradition proceedings concerning drug-related offences.

59. A subregional workshop, organized jointly by UNDCP and the Ministry of Justice of France, was held from 24 to 27 April 1995 at Saint-Denis, Réunion, for justice officials of Indian Ocean States on judicial

cooperation against drugs. The workshop identified areas in which the participating Governments, including Comoros, Madagascar, Mauritius, Réunion and Seychelles, could increase their cooperation. The workshop discussed the issue of harmonization of legislation and implementation of the 1988 Convention.

60. A number of Governments have reported overhauling their penal codes with a view to facilitating the investigation and prosecution of major drug trafficking organizations, often resulting in a broader definition of punishable offences and more stringent penalties for drug trafficking. Other such legislation in draft form or recently enacted, is aimed at extending investigatory powers in domestic laws; it permits, *inter alia*, the use of undercover agents, as well as the monitoring telephone calls or the use of other methods of electronic surveillance.

61. Several Governments have reported implementing activities to strengthen the judiciary through various measures such as increasing the number of judges that deal with drug-related offences in order to accelerate prosecution of drug offenders. Training has been provided to judges on appropriate sentencing alternatives to conviction or punishment (such as community service or treatment and rehabilitation) for persons convicted of minor drug-related offences, as provided for in the international drug control treaties. Mechanisms have been introduced to strengthen the exchange of information between the judiciary and law enforcement agencies.

62. The fact that several Governments have reported studying and promoting measures to protect the judiciary from any form of exposure and intimidation threatening its independence and integrity indicates an increasing awareness of the problem. Few Governments have enacted legislation that establishes as an offence the act of harming or intimidating a person who assists the police or who acts as a witness or juror in any criminal proceedings; however where such legislation exists it is widely used.

VII. MEASURES TO BE TAKEN AGAINST THE DIVERSION OF ARMS AND EXPLOSIVES AND ILLICIT DRUG TRAFFICKING BY VESSELS, AIRCRAFT AND VEHICLES

63. Many States have strict legislative measures in place that control the import and export of weapons and explosives with a view to preventing their diversion into illicit markets. The Council of the European Communities directive on control of the acquisition and possession of weapons has to be applied by all member States of the European Community.

64. With respect to measures to prevent the use in illicit drug trafficking of means of transport operated by airline or other commercial carriers, and in line with several provisions of article 15 of the 1988 Convention, some Governments have concluded memoranda of understanding with organizations and affiliated airline and shipping companies in order to prevent illegal access to and use of aircraft and vehicles. Airline staff are being trained to recognize possible cases involving illicit trafficking by aircraft. Introduction of the system of advance passenger clearance to facilitate the handling of passengers at international airports has also resulted in improved detection of drug trafficking.

65. In order to counteract the illicit traffic by sea, Governments have supplemented the controls applied by police and customs authorities at official points of entry by other measures such as regular patrols along coastlines so as to achieve more complete coverage of water approaches. The recommendations of the Working Group on Maritime Cooperation (Vienna, 19-23 September 1994 and 20-24 February 1995) and the meeting of the Expert Group on Maritime Drug Law Enforcement (Vienna, 27-29 February 1996), both convened by

UNDCP, have led to the establishment of a practical framework to enhance maritime cooperation in countering drug trafficking by sea. Following an assessment of the training capacities and needs of Governments in the area of maritime drug law enforcement, UNDCP is preparing a training guide to assist Governments in enhancing global implementation of the provisions of article 17 (illicit traffic by sea) of the 1988 Convention. The States members of the Council of Europe have concluded the Agreement on Illicit Traffic by Sea, Implementing Article 17 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

VIII. UNITED NATIONS DECADE AGAINST DRUG ABUSE, COVERING THE YEARS 1991-2000

66. The high priority attached by Member States to the speedy implementation of the Global Programme of Action was emphasized in the Political Declaration which, together with the Global Programme of Action, was adopted by the General Assembly at its seventeenth special session in February 1990 (resolution S-17/2, annex). The Assembly, in the Political Declaration, proclaimed the period from 1991 to 2000 the United Nations Decade against Drug Abuse, to be devoted to effective and sustained national, regional and international actions to promote the implementation of the Global Programme of Action. In its resolution 50/148, section II, the Assembly reaffirmed the importance of achieving the objectives of the Decade by Member States, UNDCP and the United Nations system.

67. In October 1995, UNDCP appointed a Japanese grand champion sumo wrestler as one of its Goodwill Ambassadors. UNDCP continues to count on the services of other Goodwill Ambassadors, such as the renowned Chung Trio from the Republic of Korea, who promoted awareness of the problem of drug abuse and activities of UNDCP in their concert appearances in different countries, or the Tahuichi Aguilera Football Academy of Bolivia, which encourages young people to adopt a drug-free, healthy lifestyle by becoming involved in sports.

68. On the occasion of the International Day against Drug Abuse and Illicit Trafficking, on 26 June, the network of United Nations information services or centres and UNDCP field offices distributed brochures, leaflets, video cassettes and posters. Many Member States produced videos, posters, T-shirts or other material to mark the observance of the International Day. Special messages by the Secretary-General of the United Nations and by the Executive Director of UNDCP were disseminated. At the national level, statements made by ministers responsible for drug-control matters received wide attention.

69. In connection with the centennial Olympic games, held at Atlanta, Georgia, United States of America, from 19 July to 4 August 1996, UNDCP and the International Olympic Committee organized an international photo exhibit on the theme "Sports against drugs". The exhibit was displayed in the Olympic Village throughout the Olympic Games. The efforts were part of a "Sports against drugs" campaign launched jointly by UNDCP and the International Olympic Committee at Rome in 1995. A number of prominent athletes have supported the campaign by signing a declaration rejecting drug abuse. The campaign calls on Governments, sports federations and national olympic committees to develop programmes and disseminate messages which promote healthy lifestyles and alternative coping skills, especially for high-risk urban youth.

IX. RESOURCES AND STRUCTURE

70. In adopting the Global Programme of Action, the General Assembly decided that a higher priority should be accorded, within the United Nations system, to the allocation of the necessary financial, personnel and other resources for drug control activities. For the United Nations proper, the Assembly recognized the need for additional resources in the expectation that that decision would be reflected in the higher priority accorded to drug control activities in the medium-term plan for the period 1992-1997 and in the corresponding biennial budgets. However, international drug control is no longer included among the proposed priorities reflected in the medium-term plan for the period 1998-2001.

71. The budget of UNDCP comprises two separate and complementary parts: the regular budget approved by the General Assembly; and the Fund of the United Nations International Drug Control Programme, approved by the Commission on Narcotic Drugs. The Fund, established in 1991 by the General Assembly, is under the direct responsibility of the Executive Director of UNDCP and is supported from extrabudgetary resources.

72. The total budget of UNDCP for the biennium 1996-1997 amounts to $169 million, of which $152.4 million, or 90.2 per cent, is funded from voluntary contributions under the Fund and $16.6 million, or 9.8 per cent, from the regular budget of the United Nations. The Fund's total income for 1996-1997 is estimated at $114.6 million, resulting in an expected shortfall of income over expenditure of $37.8 million. The regular budget of UNDCP of $16.6 million reflects a decrease of nearly $1 million following the overall budget reductions mandated for the United Nations by the General Assembly in its resolution 50/214 of 23 December 1995.

73. The regular budget of UNDCP mainly finances treaty implementation and legal affairs at UNDCP headquarters. Of the Fund resources, $121.4 million or 79.6 per cent are for project activities mainly in developing countries, helping them to comply with their treaty obligations and cope with problems related to illicit drug production, trafficking and abuse. The remaining $31.1 million or 20.4 per cent of the Fund's resources cover the costs of the field office network and a share of headquarters expenses. The main share of voluntary funds, namely $121.4 million, is utilized to fund approximately 350 projects implemented in over 50 countries. The largest share of spending is in Latin America and the Caribbean, followed by Asia and the Pacific, Europe and the Middle East, and Africa.

74. UNDCP has introduced a number of improvements in the administrative area during the period under review. A rotation policy covering the reassignment of UNDCP staff members between and within duty stations was launched in May 1995. A system of mandatory budget revisions has been introduced for projects implemented by UNDCP and executing agencies. UNDCP established a new system of matching and monitoring the funding of project activities. Finally, UNDCP introduced a new budget concept for headquarters and field operations based on costed workplans. This budget concept has provided the basis for the new programme monitoring system, which enhances transparency of operation and provides a tool to senior management to direct the implementation of approved activities.

Notes

[1] *Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, vol. I (United Nations publications, Sales No. E.94.XI.5).

[2] United Nations, *Treaty Series*, vol. 1019, No. 14956.

[3] United Nations publication, Sales No. E.96.XI.6.

[4] *Report of the International Narcotics Control Board for 1995* (United Nations publication, Sales No. E.96.XI.1), para. 74.

[5] Ibid., para. 134.

[6] United Nations, *Treaty Series*, vol. 976, No. 14152.

[7] Ibid., vol. 1019, No. 14956.

[8] Ibid., vol. 520, No. 7515.